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ABSTRACT

This document presents a policy framework for improving the personal security of women and girls. The document includes: (1) "Introduction"; (2) "Policy Background" (the concept of personal security, the societal context of women's personal security, consequences of violence for women and girls, long-term policy concern, and building an integrated policy response); (3) "The Role of the National Strategy on Community Safety and Crime Prevention in Addressing the Personal Security Issues of Women and Girls"; (4) "Key Policy Concerns" (the current situation and personal security for girls and women); (5) "Proposed Guiding Principles" (e.g., integrate a gender perspective into all aspects of the strategy, involve women and girls in the process, and strengthen collaboration across disciplines and sectors); (6) "Goals and Objectives" (e.g., identify and reduce the range of conditions undermining the personal security of women and girls); (7) "Components" (public awareness and education, prevention/intervention project demonstration and evaluations, model development, research and knowledge development, tools and resource development, and the role of the business community); and (8) "Funding Overview." Two appendices present information on risk factors and consequences and funding priorities. (SM)

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ED 461 702

POLICY FRAMEWORK FOR ADDRESSING PERSONAL SECURITY ISSUES CONCERNING WOMEN AND GIRLS

NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION

NATIONAL CRIME PREVENTION CENTRE
JANUARY 2000

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Policy Framework for Addressing Personal Security Issues Concerning Women and Girls

National Strategy
on Community Safety
and Crime Prevention

National Crime Prevention Centre
January 2000

Canada

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Table of Contents

1. INTRODUCTION 1

A. Purpose 1
B. Organization of this Document 1

2. POLICY BACKGROUND 2

A. The Concept of Personal Security 2
B. The Societal Context of Women's Personal Security 3
C. What are the Consequences? 4
D. A Long-Term Policy Concern 4
E. Building an Integrated Policy Response 6

3. THE ROLE OF THE NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION IN ADDRESSING THE PERSONAL SECURITY ISSUES OF WOMEN AND GIRLS 7

A. Overview 7

4. KEY POLICY CONCERNS 9

A. The Current Situation 9
B. Girls and Personal Security 10
C. Women and Personal Security 12

5. PROPOSED GUIDING PRINCIPLES 14

6. GOAL AND OBJECTIVES 18

A. Goal 18
B. Objectives 18

7. COMPONENTS 19

A. Public Awareness and Education 19
B. Prevention/Intervention Project Demonstration and Evaluations 21
C. Model Development 22
D. Research & Knowledge Development 22
E. Tools and Resource Development 23
F. The Role of the Business Community 24

8. FUNDING OVERVIEW 24

Appendix A: Personal Security of Women and Girls: Risk Factors and Consequences
Appendix B: Personal Security of Women and Girls: Funding Focus

1. INTRODUCTION

A. Purpose

This document presents a Policy Framework for Addressing Personal Security Issues Concerning Women and Girls. The Policy Framework was developed at the request of the National Steering Committee on Community Safety and Crime Prevention. Investing crime prevention resources to improve the personal security of women and girls is an established priority of Phase II of the National Strategy on Community Safety and Crime Prevention, announced in 1998. Phase II has a special emphasis on building partnerships and supporting community-designed and implemented crime prevention initiatives.[1]

The National Strategy will make a positive contribution to supporting and advancing community efforts to address the personal security issues concerning women and girls, by building on the past and by forging new partnerships and linkages. The Policy Framework will assist the National Crime Prevention Centre (NCPC), the body responsible for implementing the Strategy, in identifying, managing and, ultimately, funding priority issues. NCPC will implement this Policy Framework in conjunction with complementary policy frameworks for the Strategy's other priorities—children (ages 0 to 12), youth (ages 13 to 18) and Aboriginal populations.

B. Organization of this Document

This document provides an overview of the:

- policy background
- role of the National Strategy on Community Safety and Crime Prevention
- key policy concerns
- guiding principles
- goal and objectives, and
- component and funding focus.

[1] Under the Strategy, "community" can be defined in either geographic terms such as neighbourhoods or towns, or as shared goals/experiences.

2. POLICY BACKGROUND

A. The Concept of Personal Security

A person's "personal security" is related to their physical, intellectual, emotional, economic and spiritual sense of well-being. Crime—and fear of crime—are two critical factors that can undermine a person's sense of security. For many women and girls living in Canada today, personal security is being jeopardized by victimization experiences and fear of crime.

Victimization Experiences

Almost half of all crime victims in Canada are women: women and girls are the victims in the vast majority of certain violent crimes reported to police that occur in the private sphere, such as physical and sexual assault perpetrated by someone known to them.[2] Women are also more likely than men to be the victims of spousal homicides.[3] The 1993 Violence Against Women Survey found that one-half of all Canadian women have experienced at least one incident of violence since age 16. The Survey also found that a significant proportion of violent incidents is not reported to police.[4]

> The *United Nations Declaration on the Elimination of Violence Against Women* describes violence as "any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivations of liberty, whether occurring in public or private life."

Both girls and boys who are exposed to violence in the home during childhood experience a range of emotional and behavioural effects, including fear for their safety. Exposure to violence in the home teaches children that violent behaviour is an acceptable way to resolve conflict and to control women's behaviour. In the long term, it places women at higher risk of becoming victimized by men within their teen and adult relationships, and contributes to a sense of powerlessness and fear.

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2 In 1997, 42.2% of reported violent crimes against females were perpetrated by a family member and 9.5% were perpetrated by a friend; 11.2% of reported violent crimes against males were perpetrated by a family member and 2.7% by a friend. Statistics Canada, Canadian Centre for Justice Statistics (1997). *UCRII*. Ottawa. Cat 85-205-XPE.

3 Between 1977 and 1997, 75% of all spousal homicide victims in Canada were women killed by their husbands. Statistics Canada, Canadian Centre for Justice Statistics (1997) *Homicide Survey*. Ottawa. In Canada in 1997, 33.3% of women homicide victims, as compared to 3.1% of male homicide victims, were killed by a spouse or ex-spouse. Statistics Canada, Canadian Centre for Justice Statistics (1997) *Uniform Crime Reports 1997*. Ottawa.

4 Only 14% of violent incidents reported by women in the survey had been reported to the police. Statistics Canada, Canadian Centre for Justice Statistics. *The Daily*, November 18, 1993.

Violent crime represents a major threat to the personal security of women and girls, but other types of crime also affect them. Property crimes, such as fraud, theft and "break and enter," impact on their economic well-being and their sense of security in their homes and communities. There is also growing awareness of how crimes such as telemarketing scams are affecting older women as victims.

Fear of Crime

Recent studies suggest that women consistently report higher levels of fear of crime than men. The 1993 General Social Survey found that 42% of women, compared to 10% of men, felt somewhat unsafe walking alone in their neighbourhoods after dark[5]. Fear of crime can have myriad effects. It can contribute to a person's sense of isolation, reduce their participation in many aspects of community life, and eventually erode individual and community well-being.

B. The Societal Context of Women's Personal Security

It is widely accepted that acts which threaten the personal security of women and girls are a complex societal problem. This problem is deeply rooted in societal attitudes, behaviours and institutions that facilitate and sustain unequal power relations between men and women and render women and girls "acceptable targets" for crime, particularly crimes related to violence and abuse.[6]

The personal security of women and girls is also undermined by subtle, yet powerful social innuendoes in daily life. Gender inequalities are reinforced through the socio-sexualization of boys and girls and through the media. From an early age, girls and women learn—through personal victimization experiences, or by hearing about, or being exposed to, situations that have affected the personal security of their mothers, sisters, and friends and neighbours—that their personal security cannot be taken for granted. They are vulnerable to violence in different ways than are men and boys, and feel in some state of risk — even in everyday situations. For example, according to the 1993 Violence Against Women Survey, 83% of women who use parking garages reported they were "very" or "somewhat" worried when walking alone to their car; 76% were worried when waiting for or using public transportation alone after dark.[7]

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5 Sacco, Vincent F. (1995) "Fear and Personal Safety." *Juristat*. Vol. 15, No. 9. Ottawa: Statistics Canada, Canadian Centre for Justice Statistics.

6 Gender-based crime encompasses a range of criminal actions that are targeted at women and girls, including their person and/or property. They are referred to as gender-based crimes because of their targeted nature and because they affect women and girls differentially, as compared to men and boys. It is recognized that violence and abuse may be expressed in many ways and that patterns of violence and abuse exist on a continuum of criminalized and non-criminalized behaviour.

7 Statistics Canada, Canadian Centre for Justice Statistics. *The Daily*, November 18, 1993.

C. What are the Consequences?

Gender-based violence has consequences for individual women and girls, and for the communities in which they live. At the individual level, exposure to violence, or to a victimization experience, may increase the level of risk to their personal security. For example, young girls who run away from abusive family situations may face new risks while living "on the street," including substance abuse, HIV/AIDs, stranger violence, pressures to engage in prostitution, and adopt an anti-social or criminal lifestyle. Women who leave abusive relationships may face new situations—such as financial insecurity—that may limit their ability to find safe housing, and thereby increase their level of risk.

The level of gender-based violence in communities also contributes to a sense of fear and danger. A recent series of focus groups with girls (13-19) across Canada found that violence, such as harassment and abuse, is a reality of their lives and that many believe that their homes and communities are not safe places to be.[8] Fear pervades the daily lives of many women and girls. It has direct consequences on their participation in community life and is a powerful factor in reinforcing gender inequality. Women and girls may modify or curtail their daily activities (such as going out alone at night) to lessen their perceived risk. This, in turn, hampers their personal freedom to participate in community life, such as their access to educational and employment opportunities, and more generally undermines a sense of equal citizenship.

D. A Long-Term Policy Concern

Governments throughout the world have recognized, and are seeking to address, personal security issues affecting women and girls. Various United Nations' mechanisms—to which Canada is a signatory—have underscored that actions which result in, or could result in, threats to the personal security of women and girls are human rights violations. Over the past two decades, federal, provincial and territorial governments have placed considerable emphasis on the issue of women and personal security. Many jurisdictions have implemented a range of legislative, policy, and program measures to prevent violence against women and children. The Federation of Canadian Municipalities has also played a key role in promoting community safety through urban design and social development. The contribution and leadership role of local municipal governments and community-based organizations in addressing personal security issues concerning women and girls is highly valued. The voluntary sector, in particular women's organizations and other equality-seeking organizations, plays a key role in raising the public awareness of the personal security issues concerning women and girls and in responding to the needs of survivors of violence. The private sector, including the business community and media organizations such as the Canadian Association of Broadcasters, has supported prevention initiatives through national and regional public awareness and education campaigns.

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[8] The Alliance of Five Research Centres on Violence (November 1998) *Violence, Prevention and the Girl Child: Analysis of Focus Groups with Girls and Service Providers, Appendix III.* The five Centres each held a series of focus groups with girls and with service providers, teachers, advocates and researchers in their respective region.

On December 6, 1998, the Federal/Provincial/Territorial Ministers responsible for the Status of Women issued the *Iqaluit Declaration on Violence Against Women*. This Declaration reflects a shared vision of safe, healthy communities in every region of Canada and underscores the respective government's commitments to end violence against women. The Ministers support the following key strategies:

- a long-term focus on public education and awareness to change attitudes and behaviour
- accessible and responsive services to provide safety and support to victims and prevent revictimization, and
- effective justice programs to hold perpetrators accountable and provide treatment programs for abusive men.

It is clear that myriad, multi-faceted strategies involving many different sectors, institutions, organizations and individuals are required if a reduction in violence is to be achieved. Because of its deep-rooted nature, addressing the personal security issues concerning women and girls is a long-term policy concern involving many players. Prevention is key.

Our work to end violence against women is guided by the following principles:

- *Living free of violence is a right, not a privilege.*
- *Violence against women is a crime and should never be considered a private matter. Crimes of violence must be dealt with accordingly.*
- *Safety for victims and survivors must come first.*
- *In order to eliminate violence against women, equality and healthy relationships among boys and girls must be promoted from an early age.*

Iqaluit Declaration of the Federal/Provincial/Territorial Status of Women Ministers on Violence Against Women, December 1998

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The United Nations urges implementation of the following Model Prevention Strategies:

(a) To develop and implement public awareness and public education and school programmes that prevent violence against women by promoting equality, cooperation, mutual respect and shared responsibilities between women and men;

(b) To develop multidisciplinary and gender-sensitive approaches, especially through partnerships between law enforcement officials and the services that are specialized in the protection of women victims of violence;

(c) To set up outreach programmes for offenders or persons identified as potential offenders in order to promote the peaceful resolution of conflicts, the management and control of anger and attitude modification about gender roles and relations;

(d) To set up outreach programmes and offer information to women, including victims of violence, about gender roles, the human rights of women and the social, health, legal and economic aspects of violence against women, in order to empower women to protect themselves against all forms of violence;

(e) To develop and disseminate information on the different forms of violence against women and the availability of programmes to deal with that problem, including programmes concerning the peaceful resolution of conflicts, including educational institutions at all levels;

(f) To support initiatives of organizations seeking women's equality and non-governmental organizations to raise public awareness of the issue of violence against women and to contribute to its elimination.

General Assembly Resolution 52/86, 12 December 1997, Annex – Model Strategies, Section 14

E. Building an Integrated Policy Response

By its very nature, addressing the personal security concerns of women and girls requires that a range of perspectives be brought to bear in developing solutions. Personal security encompasses many dimensions—and personal security concerns related to crime and victimization are only one part. This Policy Framework must therefore be considered in light of the broader plan to advance gender equality.[9]

Since the early 1980s, federal policy responses to the personal security concerns of women and girls have been, for the most part, coordinated interdepartmentally. These issues are now managed "horizontally," in a way that cuts across traditional departmental lines and sectors.

Horizontal management fosters innovation, collaboration and cooperation, and contributes to partnership building. It is intended to result in a more open, inclusive and responsive policy development process.

Many different strategies have been utilized to address personal security issues of concern to women and girls. At the federal level, efforts have involved a range of departments and sectors to varying degrees, and include activities that:

[9] Status of Women Canada (1995) *The Federal Plan for Gender Equality*. The federal plan for gender equality encompasses a range of goals to advance women's equality in Canadian society.

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- attempt to change societal attitudes and values, such as public awareness campaigns, as well as attempts to change behaviours by supporting efforts to teach non-violent interpersonal skills (e.g. problem-solving, conflict resolution)
- address the underlying social, environmental conditions that contribute to crime and to the fear of crime
- create and apply sanctions to behaviours that have an impact on, or threaten women's personal security (including the reform of existing legislation and regulations)
- within the jurisdictional sphere of the federal government, directly respond to the needs of victims, such as services for survivors of abuse and their families
- contribute to the response infrastructure, such as cost-shared agreements to provide capital construction costs or repairs to provincially operated shelters
- enhance professional capacity to respond (e.g. through education and training, protocols)
- provide tools to reduce risk through opportunity reduction, such as crime prevention through environmental design
- support knowledge development, synthesis and dissemination, such as research, national data collection and trend analysis and information clearinghouses
- empower and build community-capacity to address personal security issues in appropriate ways, through community action initiatives and special projects.

3. THE ROLE OF THE NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION IN ADDRESSING THE PERSONAL SECURITY ISSUES OF WOMEN AND GIRLS

A. Overview

Phase II of the National Strategy on Community Safety and Crime Prevention identifies the personal security of women and girls as a *priority*. The Strategy provides the opportunity to build on past accomplishments, link ongoing efforts, and create further momentum to address women and personal security issues within Canadian communities.

The Strategy is premised on the following concepts:

- crime prevention through social development, with a focus on the root causes of crime; and
- a "balanced approach" to solving crime problems, which includes social development and opportunities reduction activities.

The Strategy complements many ongoing activities concerning women's personal security and is intended to strengthen community responsibility and capacity to address crime problems, including personal security issues affecting women and girls. These issues have many dimensions that need to be addressed on many fronts by many players. Both broad-based, long-term strategies and immediate community-based prevention measures are required. Crime prevention action has a specific role to play in terms of addressing factors that contribute to risk, but it does not work in isolation. Crime prevention action acknowledges the broader societal context and works in partnership

with other players to address a range of inter-related societal factors. Its particular "niche" is to focus on the reduction of risks, opportunities or situations that contribute to crime, fear of crime and victimization.

The National Strategy utilizes several mechanisms, all of which can be used to address personal security issues of concern to women and girls.

The **Safer Communities Initiative** includes four program components: the Community Mobilization Program; the Investment Fund; the Partnership Program and the Business Action Program.

The Community Mobilization Program focuses on supporting communities to develop comprehensive and sustainable crime prevention activities that address *root causes* of crime. The program fosters collaborative community-level partnerships, public awareness, and capacity building within diverse communities. The Program is intended to build upon activities that are already under way throughout the country. The involvement of provincial/territorial governments, through Joint Management Committees, is key.[10] The Program recognizes that communities are at different developmental stages in addressing crime. Some need the basic infrastructure to begin planning. Others already have established goals, objectives and activities in place. The Program is designed to provide support and investment that is tailored to the specific needs of communities, including needs assessment, planning, training, information dissemination, skills development, conflict resolution, consensus development, or evaluation.

The Investment Fund focuses on building and sharing knowledge about effective crime prevention initiatives in Canada. The Fund supports selected demonstration, research and evaluation projects across Canada. These projects will help decision makers and practitioners identify, evaluate and share information about innovative models of crime prevention. In particular, the Fund supports research and evaluation that assesses the costs, benefits and overall effectiveness of comprehensive efforts to prevent crime and victimization in different environments and circumstances. This knowledge will help to develop new programs and make improvements to existing programs, ultimately creating a more cost-effective, integrated approach to crime prevention in Canada.

The Partnership Program focuses on supporting the direct involvement of non-governmental organizations (national and international) in community crime prevention initiatives. The Program helps such organizations to provide information, tools and resources that will help communities get involved in, and share information on, crime prevention initiatives. The Program supports activities such as needs assessment tools, expert advice and consultation; seminars and conferences; training and professional development on delivering community-based crime prevention programming; research

[10] Each Committee includes representatives of the provincial/territorial government, the federal government, and other partners and community members involved in crime prevention initiatives.

and development of community resources and materials; and the development of monitoring and evaluation tools for crime prevention programs.

The Business Action Program focuses on building and expanding the commitment of the private sector to reduce crime and improve community safety. It is designed to encourage business and professional communities to become more involved in making Canadian communities safer. The Program supports activities that will raise awareness of crime prevention as well as foster business support and involvement in crime prevention, including the provision of resources, tools and supports that will help to improve the quality of life in Canadian communities.

The **Promotion and Public Education Program** is designed to increase awareness and knowledge about crime and victimization and effective responses to them. The program challenges Canadians of all ages and walks of life to be active in creating a safer environment for themselves, their families and neighbours. The Program supports the dissemination of "lessons learned" from projects funded through the National Strategy.

4. KEY POLICY CONCERNS

A. The Current Situation

i. Building on the Momentum to Address Personal Security Concerning Women and Girls

Because we lack national trend data, and because of underreporting to police, it is difficult to say whether violence against women and girls is increasing or decreasing. It is also difficult to say whether personal safety is improving or declining. Clearly personal safety is still of great concern to many Canadians. While the effort to address the personal security issues concerning women and girls within Canada has not been without controversy and challenges over the past decade, some significant changes have occurred. Consequently, there is:

- an increased awareness and acceptance that women abuse is a serious problem
- an expanded understanding and analysis of the dynamics of abuse
- an increased emphasis on prevention, and on criminal justice solutions
- a growing appreciation of gender-based analysis, including feminist action research
- an understanding of, and growing best practices to address diversity
- an increased emphasis on working collaboratively and intersectorally; and
- a much stronger sense of the importance of partnership, and the need to work together to solve this very complex problem.[11]

[11] Health Canada, Family Violence Prevention Unit (1997) "Policy Focus Group: Violence Against Women and their Children". Ottawa: November 26, 1997, and see Denham, Donna and Joan Gillespie (1998) *Two Steps Forward...One Step Back: An Overview of Canadian Initiatives and Resources to End Woman Abuse, 1989-1997.* Ottawa: Health Canada, Family Violence Prevention Unit.

There is every reason to learn from the collective experience—from the community level to the national level—and build on the momentum. Strengthening partnerships among players involved in these issues is an essential part of the process.

B. Girls and Personal Security

i. Risk and Linked Factors

A growing body of knowledge has identified various direct and linked risk factors associated with criminal victimization among girls. In some cases, there exists *empirical evidence* that a risk factor is *directly* associated with crime; other factors may be *linked* to crime in less direct ways. Not all risk or linked factors have the same weight. Moreover, the presence of more than one risk factor (or certain combinations of risk factors) may increase a person's risk of victimization. At the other end of the spectrum, the presence or combination of risk factors may affect an individual's propensity to engage in criminal behaviour. At the same time, it is important to remember that there are many other factors that influence the thoughts, feelings and eventual behaviours of any girl or boy who has been either a victim of crime, or who has engaged in offending behaviour. Individual factors such as effective coping skills and a sense of hope—as well as community factors such as support from family members, caregivers, friends and teachers—can play a critical role in prevention.

Risk and linked factors may also change at various ages and stages in a child's development. And, they may also change according to the context in which the child is living and being socialized. Research suggests that children of both genders may be affected, but that they will be affected in different ways.

There is a need to fully develop a gender-based model of criminal victimization and the interrelationship to risk-taking/offending behaviours among girls at various ages and stages. The chart in Appendix A identifies, in a very preliminary way, some of the major risk factors that have consequences for girls' personal security and that may, in certain circumstances, be linked to risk-taking and offending behaviours.

ii. Research and Knowledge — Gaps

The current knowledge base on girls and personal security is very limited. The major threats to the personal security of girls appear to be within the home, or within dating relationships during the teenage years. Data from the 1996 Revised Uniform Crime Reporting Survey (UCRII) indicated that 56% of girls were assaulted by family members and almost 80% of child sexual assault victims were girls.[12]

[12] Fitzgerald, Robin (1996) "Assaults against children and youth in the family, 1996" *Juristat*, Statistics Canada, Canadian Centre for Justice Statistics.

Although girls appear to be most at risk for all forms of abuse, there is a lack of theoretical, policy or legal research on this subject. A series of literature reviews conducted by the Alliance of Five Research Centres on Violence (1998), explored the interlocking connections among a range of issues and behaviours related to violence against girls.[13] Of special note were observations concerning the virtual lack of information on the actual concerns and experiences of girls, especially girls who are marginalized in society due to factors such as race, class background, sexual orientation or disability. Information on Aboriginal girls was also noted as being "sporadic, minimal and unsystematic."[14]

One area of particular concern is the impact of exposure to violence. A conservative estimate of children witnessing violence within the home annually in Canada is 160,000 – 500,000.[15] Girls who witness their mothers being abused may experience (among other effects): emotional distress; internalization of problems; social and academic problems; and inappropriate attitudes about violence in relationships. Exposure to violence via the media is also an area of concern.

The proportion of girls who have come into contact with the criminal justice system as offenders is proportionately small, as compared to boys. Currently, there is a lack of gender-specific studies that explore the linkages between childhood experiences of victimization (including exposure to violence in the home) and individual consequences, such as risk-taking behaviour (including offending behaviour), that, in turn, increases vulnerability for further victimization. There is also a lack of research into the dynamics of violence and aggression perpetrated by girls. To develop appropriate, innovative approaches that deal with girls who, without intervention and support, are at high risk of continuing their criminal behaviour, remains an unaddressed need.[16]

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13 Topics included: " Theorizing anorexia and bulimia in girl survivors of violence"; "Violence against marginalized girls"; "Trafficking and sexual exploitation of girls and young women"; "A review of child abuse effects, intervention, prevention, and legal issues: a focus on Canadian, female and Aboriginal literature"; "Violence prevention education in schools: a critical literature review"; "Sexual harassment of girls between the ages of eight and eighteen"; "Gender differences in children's responses to exposure to woman abuse: review and new directions for research".

14 Jiwani, Yasmin (1998) "Violence Against Marginalized Girls". The Alliance of Five Research Centres on Violence. (November 1998) *Violence Prevention and the Girl Child: Literature Reviews of Select Areas, Appendix I.*

15 Sudermann, M. and P. Jaffe. "Children Who Witness Violence". Ottawa: Presentation sponsored by Health Canada, January 26, 1999.

16 Offending behaviours among girls and young women is a consideration under the Children and Youth streams of the National Strategy on Community Safety and Crime Prevention.

iii. Prevention Strategies, Models and Best Practices

A critical review of the literature indicates that primary prevention strategies and models aimed at children have typically followed a gender-neutral approach.[17] Research into gender differences related to exposure to violence is also still in preliminary stages.[18] Crime prevention models for children and youth were developed under Phase I of the National Crime Prevention Strategy, but not for girls specifically. More work is required to explore the conditions that contribute to crime, and the protective factors (including resiliency) that are linked to prevention with the view of developing, implementing and evaluating innovative and creative strategies.

C. Women and Personal Security

i. Risk and Linked Factors

The fact that gender-based violence is the primary threat to women's personal security in Canada has been relatively well-documented in crime and victimization studies. Recent police-reported crime data indicate that one half of victims of violent crime in Canada are women.

Reported crime statistics provide only part of the picture. The 1993 Violence Against Women Survey conducted by Statistics Canada found that three in ten currently or previously married women in Canada have experienced at least one incident of physical or sexual violence at the hands of a marital partner. Women are at particularly high risk of abuse between the ages of 18 and 24. Moreover, the risk of being abused by a partner tends to increase during pregnancy: more than one in five women who reported being abused said they were assaulted during pregnancy.[19]

According to a 1997 sample of police departments, women represent 84% of the victims of reported sexual assaults. Of these assaults, 33% were perpetrated by casual acquaintances; 27% by family members; and 23% by strangers.[20]

Property crimes against women—in particular, theft, break and enter and fraud—further undermine their sense of personal security and contribute to fear of crime.

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17 Haskell, Lori (1998) "Violence Prevention Education in Schools: A Critical Literature Review". The Alliance of Five Research Centres on Violence. (November 1998) *Violence Prevention and the Girl Child: Literature Reviews of Select Areas, Appendix I.*

18 James, Emilie and Marlies Suderman. "Gender Differences in Children's Responses to Exposure to Woman Abuse: Review and New Directions for Research". The Alliance of Five Research Centres on Violence. (November 1998) *Violence Prevention and the Girl Child: Literature Reviews of Select Areas, Appendix I.*

19 For a summary of the survey, see Rodgers, Karen (1994) "Wife assault: the findings of a national survey", *Juristat*, Vol. 14, No. 9, Ottawa: Statistics Canada, Canadian Centre for Justice Statistics. For further analysis, see Johnson, Holly (1996) *Dangerous Domains: Violence Against Women*. Toronto, Nelson Canada.

20 "Canadian Crime Statistics" (1997) *Juristat*, Vol. 18, No. 11. Ottawa: Statistics Canada, Canadian Centre for Justice Statistics.

What are the risk factors and the linked factors that affect women's personal security? In some cases, there exists *empirical evidence* that a risk factor is directly associated with crime (particularly crimes of violence); other factors may be linked to crime in less direct ways. Not all risk or linked factors have the same weight. Moreover, the presence of more than one risk factor (or certain combinations of risk factors) may increase a person's risk of victimization. A young woman who runs away from home and turns to the streets may engage in risky/offending behaviours such as prostitution. This, in turn, may increase her risk of further victimization.[21]

Women aged 18 and over commit less than 20% of all *Criminal Code* offences reported to the police[22]. In 1997,

- 49% of crimes committed by women were property offences;
- 23% were violence crimes (mostly common assaults); and
- 28% were offences such as prostitution, mischief and failure to comply with a court order.[23]

While less than one-fifth of crimes committed in Canada are committed by women, it is recognized that childhood socialization experiences may, in the presence of certain circumstances, or in combination with other risk factors, affect individual vulnerability and/or propensity to engage in criminal behaviour. Children of both genders may be affected but research suggests that boys and girls are affected in different ways. For example, numerous studies of violence and aggression have demonstrated that the styles and patterns of violence for men and women are distinct.

There is a need to fully develop a gender-based model of criminal victimization and the interrelationship to risk taking/offending behaviours among women. The chart in Appendix A identifies, in a very preliminary way, some of the major risk factors that have consequences for women's personal security and that may, in certain circumstances, be linked to risk-taking/offending behaviours.

ii. Research and Knowledge—Gaps

Due to the 1993 Statistics Canada, Violence Against Women Survey, there is solid baseline information on some of the major threats to women's personal security (see above). Emerging issues, such as sexual exploitation and trafficking in women are being further explored through mechanisms such as the Status of Women Canada Policy Research Fund.

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21 Between 1991 and 1995, 60 of 63 "known" prostitutes murdered in Canada were women. Duchesne, Doreen "Street Prostitution in Canada", *Juristat*, Vol. 17, No. 2. Ottawa: Statistics Canada, Canadian Centre for Justice Statistics. Non-lethal forms of violence against prostitutes have not been systematically documented.

22 Statistics Canada (1998) *Canadian Crime Statistics 1997*. Ottawa: Canadian Centre for Justice Statistics. This figure includes traffic offences.

23 Statistics Canada (1998) *Canadian Crime Statistics 1997*. Ottawa: Canadian Centre for Justice Statistics. The bulleted figures exclude traffic offences.

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There is very little gender-based research that has explored the relationship between childhood experiences (e.g. victimization) and offending behaviour as an adult, beyond the observation that there are possible links (e.g. the majority of federally sentenced women in Canada have a history of childhood victimization). Further research into the dynamics of violence and aggression perpetrated by women is also needed.[24]

There is very little gender-specific research on how property crimes affect the personal security of women. Some researchers have found that women perceive risks associated with break-and-enters, for example, to include the potential risk for sexual violence.[25]

iii. Prevention Strategies, Models and Best Practices

A specific model of crime prevention regarding women and personal safety has not been articulated for the National Strategy. There are, however, good materials (international and domestic) from which to create such a model.

5. PROPOSED GUIDING PRINCIPLES

The Policy Framework for Addressing Personal Security Issues Concerning Women and Girls should rest on the following principles:

1. Integrate a gender perspective into all aspects of the Strategy.

The Strategy currently recognizes the gendered dimension of personal security issues, and identifies addressing the personal security issues of women and girls as a priority. The Strategy also needs to acknowledge the broader federal commitment to gender equality and to achieving gender balance throughout all aspects of the Strategy.

> *Since 1995, gender-based analysis has been a formal requirement of the federal policy development process. This means that gender should be considered as a key variable in the policy development process and should be reflected throughout all of the funding mechanisms of the Strategy.*
>
> Status of Women Canada. *Gender-Based Analysis: A Guide to Policy-Making. Working Document. http://www.swc-cfc.gc.ca*

2. Ground activities in an understanding of how "root causes" threaten or undermine the personal security of women and girls.

The Strategy is focused on enhancing crime prevention approaches that target risk factors associated with offending, victimization, community safety and security.

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[24] Shaw, Margaret and Sheryl Dubois (1995) *Understanding Violence by Women: A Review of the Literature*. Ottawa: Correctional Service of Canada.

[25] See Johnson, Holly (1996) *Dangerous Domains: Violence Against Women*. Toronto, Nelson Canada, p. 62 for a discussion of this research.

At the same time, it is clear that the policy framework must support crime prevention approaches that address the personal security issues of women and girls, and that it be linked to an understanding of:

> *The pervasiveness of violence against women suggests that it is deeply grounded in attitudes and behaviours which must be addressed from a variety of social, economic, and spiritual directions....Criminal justice systems can be mobilized to become more effective tools in denouncing, preventing and responding to incidents of violence against women.*
>
> *Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice: Resource Manual, p.2.*

- the larger historical and current context of gender inequality
- the realities and experiences of women's lives, from childhood through to adulthood, including the conditions in which many live (e.g. poverty, isolation, marginalization)
- the risk factors and linked factors that are associated with personal security issues affecting women and girls
- societal attitudes and values that facilitate or sustain gender inequalities generally
- violent or other behaviours that have a direct impact on, threaten, or cause women to fear for their personal safety and security
- the role of the traditional and new media in reflecting and reinforcing societal attitudes and beliefs, especially those that perpetuate gender inequality and those that desensitize people to violence
- the role of the "traditional" criminal justice system — whether implicit or overt — in perpetuating inequalities
- the role of the "evolving" criminal justice system as one of many *agents of change* in addressing root causes.

3. Recognize and reflect the difference in and diversity of the experiences of women and girls in all aspects of the Strategy.

The Strategy-should reflect the difference and diversity that exists among Canadian women and girls. It should reflect and seek to further understand the differences in experience that relate to factors such as age, race, Aboriginal status, geographic location, class, disability, culture, language, sexual orientation, health and socio-economic status. To that end, practical supports that utilize both formal and informal mechanisms (e.g. neighbourhood networks, clubs, etc.) to reach out to women and girls should be emphasized.

4. Involve women and girls in the process.

The Strategy should include a commitment to actively engage women and girls in the research, development and evaluation of solutions to crime problems. This empowerment approach is consistent with the principles of crime prevention through social development, an approach that underpins many aspects of the Strategy. Multi- and interdisciplinary research that promotes an understanding of the root causes of crime and victimization and how they affect diverse groups of women and girls should be supported. Opportunities that will contribute to the development of relationships, partnerships and networks to address personal security should be cultivated.

5. Promote community level strategies that can constructively engage men and boys in the change process.

The Strategy should include efforts to:

- promote positive role models of gender equality by engaging all community players
- educate and build awareness of the *gendered nature* of violence as the first step to stopping it
- link to broader criminal justice strategies that hold perpetrators accountable, and that seek to change their behaviour.

6. Link with other frameworks, strategies or mechanisms that can build momentum toward, or contribute to change.

To facilitate a horizontal approach to crime prevention, it is necessary to develop linkages with other players whose work contributes to change in the area of addressing the personal security issues concerning women and girls. This includes:

- a range of federal government initiatives that aim to improve the status of women and girls in Canada generally, and the personal security of women and girls in particular[26]

- a range of provincial and territorial strategies that aim to improve the status of women and girls and to address the personal security issues concerning women and girls, including preventive strategies such as public awareness and education campaigns and programs, as well as support for services for victims and other criminal justice measures

- a range of community-based policies, initiatives and programs that aim to improve community safety generally and the personal security of women and girls in particular, including policy changes to official plans, safer designs of public spaces, action-oriented and community-based crime prevention projects aimed at reducing risks and improving community quality of life, and myriad social development activities that involve a range of players (such as schools, police, women's organizations, front-line services and the private sector) in the change process

- international action that aims to advance gender equality and improve the personal security of women and girls.

[26] For a list of federal government programs and services, refer to: Status of Women Canada. *Guide to Federal Government Programs and Services for Women 1999-2000* and Health Canada. *Guide to Federal Government Services for Children and Youth 1999.*

7. Strengthen linkages to the non-governmental and private sectors.

Many women's organizations and other gender equality-seeking organizations in Canadian communities have, for many years, been at the forefront of community efforts to address the personal security issues concerning women and girls. Linkages with these sources of experience and expertise are needed. As well, linkages to non-governmental organizations, such as the Media Awareness Network, Media Watch and the Students Commission of Canada, should be strengthened. The involvement of the private sector should also be encouraged.

8. Strengthen the internal cohesion of the Strategy.

The Strategy identifies the following priority target groups: children, youth, Aboriginal populations and women. There are multiple points of intersection among all of these groups, and within each funding component of the Strategy. The points of intersection should be clearly articulated to ensure a cohesive approach that respects the principles of gender-based analysis. This is particularly critical when addressing offending behaviour in girls and women within the crime prevention agenda. Research suggests that personal security issues may be at the root of problems such as running away from abusive situations, using inappropriate coping skills (such as substance abuse) to mitigate the effects of violence, and engaging in violent behaviour as a defensive coping mechanism. Other areas of concern are personal security issues affecting boy children and how exposure to violence and victimization during childhood may affect future offending behaviour (including violence directed toward girls and women). Culturally appropriate solutions must also be considered throughout all aspects of the Strategy.

9. Strengthen collaboration across disciplines and sectors.

The federal government is one player contributing to a varied and evolving set of strategies to address the personal security issues concerning women and girls. There exists a strong sense of collective effort and partnership among players, as well as a continuing need for coordinated solutions involving a range of sectors. As a result, there is a strong expectation among all players that the Strategy will employ a consultative approach. In particular, the role of all provincial and territorial partners and stakeholders—including equality-seeking organizations and front-line workers (e.g. shelter, crisis workers, etc.) at the community level—in forging the Strategy is a critical factor to take into consideration. The development of mechanisms to foster information-sharing amongst players at all levels should also be emphasized.

10. Engage and sustain community participation in action to improve the personal security of women and girls.

The Strategy provides an opportunity for communities to innovate and build capacity. It also raises the challenge of finding ways to sustain activity following discontinuation of federal funding. Ways to foster sustainability—including linkages with other community institutions or structures—should be considered at the outset of new project work.

23 BEST COPY AVAILABLE

6. GOAL AND OBJECTIVES

A. Goal

The goal of this Policy Framework is to:

- **Identify and reduce the range of factors and conditions that undermine the personal security of women and girls and contribute to gender-based crime.**

Identifying and reducing these factors and conditions requires a broader, long-term strategy and a partnership approach that encompasses efforts to change the underlying attitudes, values, and structures which facilitate inequality while implementing more immediate community-based prevention measures to reduce risk.

B. Objectives

The specific objectives are to:

- identify the root causes and risk factors that contribute to crimes against women and girls from diverse populations

- foster information-sharing that will help communities address personal security issues affecting differently situated groups of women and girls

- identify and promote "strategic" interventions (or "best practices") that can reduce or minimize the risk factors associated with crimes against differently situated groups of women and girls, and

- promote conditions that produce individual and community resiliency to increase personal safety and respond to gender-specific crime effectively.

The first objective is an overarching objective that would be addressed by the NCPC. The latter objectives would be achieved within the Strategy's funding framework.

Priority Populations

While much has been accomplished in the field of women and personal safety (for example, in the area of relationship violence), there are major gaps in our efforts to prevent, minimize or reduce risks to personal safety in relation to girls and young women. This is especially true for those individuals who are:

- at risk due to factors such as childhood victimization/exposure to violence

- "marginalized" in society due to factors such as age, race, Aboriginal status, geographic location, class, disability, culture, language, sexual orientation, health and socio-economic status and/or living in situations of risk or in communities which are high risk or in high need[27]

- The personal safety concerns and needs of young women (13-18) and young adult women (19-25) and their children should be the strongest focus, as this is where there are significant gaps in prevention and the highest risk. Adolescence and young adulthood are critical periods where risk may change or multiply, due to changes in personal activity patterns, living circumstances and relationships. These changes may increase personal risk of victimization, particularly outside the family, e.g. sexual exploitation, relationship violence, adoption of life styles that increase risk, etc. The personal safety concerns and needs of older adult women living in high-risk/high-need communities should also be considered.

7. COMPONENTS

The components are summarized on the chart that follows, and are further described in the narrative below. The components reflect the previously identified gaps and priorities and are based on recognized model strategies.[28]

A. Public Awareness and Education

Ongoing public awareness and education is necessary to change attitudes and behaviours related to gender-specific/gender-sensitive dimensions of crime and victimization. Public awareness and education concerning the personal safety issues of women and girls needs to tackle the "root causes"—values, attitudes and behaviours that perpetuate gender inequality and undermine the personal security of women and girls. Preventive efforts that foster healthy relationships among boys and girls, men and women, promote an equal sense of citizenship and build on equality and mutual respect are required.

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[27] High-risk or high-need communities may include communities where personal security risks for women and girls are high, or rural or isolated communities where specific needs concerning this issue have not been addressed or are only now emerging, and/or communities where there are few supports (formal and/or informal) available. This could include communities experiencing rapid or disconcerting change, communities experiencing or nearing crisis, etc., and encompasses a priority focus on Aboriginal communities.

[28] United Nations Economic and Social Council and the General Assembly. *Resolution on the Elimination of Violence Against Women.* General assembly resolution 52/86 December 12, 1997, and further supported by the International Centre for Criminal Law Reform and Criminal Justice Policy: *Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice* (March 1999).

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There are opportunities from the community level to the national level to support public awareness and education, with a particular emphasis on culturally appropriate, community-based activities that respect diversity among differently situated groups of women and girls.

Focus	Rationale	Remarks
National Level	Sustained national efforts to build education and build public awareness of women and girls personal security issues are needed. Nationally supported/co-ordinated public awareness activities could help to advance understanding of the diversity in the life experiences and needs of women and girls around personal security.	Links with other federal, provincial and territorial public awareness and education activities concerning personal safety and violence against women and girls should be fostered to ensure a complementary approach and avoid duplication. Could include public, NGO and private sector involvement.
Community Level	Community ownership of and involvement in prevention education efforts engages citizens and ensures a responsive approach.	Mechanisms such as the Community Mobilization Program are ideally positioned to support public education and awareness, particularly in communities which do not have well-developed infrastructures to address personal safety; however, it will be important to have some supports/protocols in place to deal with disclosures that may arise. There should also be a mechanism to enable communities to share ideas and learn from each other's experiences.

There could also be a community-specific focus on the role of the media (broadly defined) in shaping and changing attitudes and values concerning the equality and personal security of women and girls. (Possible linkages could include the Media Awareness Network, and organizations such as Media Watch and the Students Commission of Canada as well as the private sector media).

An Emphasis on Gender-sensitive, Youth-oriented Awareness and Education

Public awareness and education programs that are geared to and involve youth may have the greatest potential to foster attitudinal and behavioural change. Projects should include:

- an interdisciplinary approach with links to the broader community and which build or strengthen partnerships (e.g. school-based programs that operate in collaboration with other community services, to address issues such as disclosures, follow-up)

- a gender-specific analysis of the problem and a gender-specific focus within the program that recognizes the differential socialization of boys and girls

- an analysis and focus on the "interlocking" effects of race, class, ability, sexual orientation, gender, etc.

- youth (and specifically girls') involvement in the design, development, implementation and evaluation of activities.

This could include, for example violence prevention programs that acknowledge the gendered dimension of much violence and that explore specific issues of concern to youth e.g. dating violence, sexual harassment, gender-specific bullying.

Primary Funding Mechanism—National level: NCPC; Community level: Community Mobilization Program.

International Linkages

Efforts to gather and share knowledge from international sources (via organizations such as the International Centre for the Prevention of Crime) should also be undertaken.

Primary Funding Mechanism— National level: NCPC.

B. Prevention/Intervention Project Demonstration and Evaluations

There should be a major focus on innovative and creative demonstration projects and evaluation research that advance gender-sensitive approaches to prevention and intervention. "Innovative" projects would be projects that develop new models or strategies, or that adapt or apply existing models to new situations or community contexts.

Demonstration research and evaluations with respect to community-based crime prevention programs related to the personal security concerns of girls and young women are particularly lacking, and could be especially encouraged through the Strategy. This should include involving girls and women in the development of prevention programs that are empowering and that contribute to resiliency (e.g. gender-sensitive recreation and social development programs that build confidence, self-esteem, etc.) as well as programs that target specific personal safety issues (e.g. dating violence).

This component should also include a focus on innovative intervention approaches to address the needs of girls and young women who have multiple risk factors (e.g. in conflict with the law, history of victimization and/or childhood exposure to violence within the family, etc.). There should also be some scope to address the issue of girl/woman initiated aggression and violence that affects the personal safety of other girls and women.

Primary Funding Mechanism—Investment Fund.

C. Model Development

The Strategy should articulate a model of crime prevention that relates to the personal security of women and girls. Two separate models are needed because the concerns, issues and consequences for practice for girls and women are different.

The Girls and Personal Security Model could be launched from the National Crime Prevention Council's models (i.e. follow the same "ages and stages" approach, but deal specifically with concerns around girls' personal security at all stages). The Model would need to employ a gender-based analysis of the issues. It would include an exploration of the overall societal *conditions* that affect personal security; the *protective factors* (e.g. within home, within community) that could reduce harm; and the factors associated with risk and resiliency.

The Women and Personal Security Model could build on the vast body of research and knowledge on this topic. It would include an exploration of the overall societal *conditions* that affect personal security including *mobilization, empowerment and other factors*, or investigate strategies that would bring about changes in community attitudes, practices, etc. The emphasis would be on identifying strategies to strengthen/advance community-based approaches (using the existing base). Emphasis could be on remote, rural or less developed communities that want to employ both social development and situational/opportunity reduction approaches, rather than on large urban centres which typically have more advanced infrastructures and processes to address personal security.

Primary Funding Mechanism—National level: NCPC; Investment Fund.

D. Research & Knowledge Development

While there is already a significant body of research and knowledge concerning women and personal safety, there is a paucity of research and knowledge concerning *girls* and personal safety. The Alliance Reports have made a valuable contribution in consolidating and synthesizing the existing literature, and in identifying key gaps (particularly concerning girls who are not part of the "mainstream").

A unique contribution of the Strategy should be to support the development of knowledge that can help to identify the personal security concerns of girls at various ages and stages, and advance prevention. Activities could include support for:

- policy research studies
- alternative research (e.g. participatory/action-oriented research studies, qualitative studies, descriptive studies which provide girls with an opportunity to voice their concerns, focus groups)
- gender-sensitive research on existing prevention models and programs targeted to "children and youth"
- longitudinal, gender-sensitive research.

It should be noted that there are gaps in the theoretical knowledge (including modelling), particularly around girls, personal safety, and crime. The Strategy should build linkages to researchers within the academic community who are working on theoretical studies concerning girls, victimization, and personal safety and crime issues.

The intention of the Strategy funding would be to fill "gaps" in the knowledge base that are hampering policy and program development. A community-based focus or application would be an essential component of the research.

Note: there would need to be a corresponding "dissemination/promotion" component via the NCPC for any research or knowledge products produced.

Research and knowledge development concerning the root causes and risk factors that contribute to crimes against girls and women is an overarching need that may, in part, be addressed through Community Mobilization Program and Investment Fund mechanisms. A portion of funds within the NCPC budget should be devoted to broad-based research on "root causes and risk factors" related to personal security and to the development of models (discussed elsewhere in this framework).

Primary Funding Mechanism—National Level: NCPC;
Community Mobilization Program and Investment Fund as appropriate.

E. Tools and Resource Development

Empowering communities by providing knowledge, tools and resources is also part of prevention. Within the Strategy, there should be a focus on the development of :

- gender-specific personal security prevention tools and resources, and
- personal security prevention tools and resources that encompass a gender-based analysis.

A wide range of information, tools and resources could be considered. This could include:

- community/context specific information that would help people to understand risk factors and situations that undermine personal safety

- practical tools that could help women, girls and the communities in which they live to assess situations of risk and how to address them, and

- tools and resources that could help raise awareness of the issues among men and boys and engage them in the change process.

Crime prevention is ultimately about people's values, attitudes and behaviours. It is important to support interactive, participatory approaches that bring people together to share ideas, foster discussion and build community-appropriate solutions.

The Strategy should not "reinvent the wheel," but build on what has been learned through the development, and application of, similar tools and resources funded through other federal initiatives or programs that deal with victimization, risk-taking and offending behaviours. For example, the Canadian Panel on Violence Against Women (1993) produced a "Community Kit" which was intended for use by communities to mobilize citizens around the issue of violence against women, empower women who are victims/survivors of violence, and make their communities a safer place. The Kit identifies "proven approaches" adapted from a range of sources.[29]

Primary Funding Mechanism: Crime Prevention Partnership Fund.

F. The Role of the Business Community

One of the central roles of the Business Action Program is to raise public awareness of crime prevention, and to partner with the community to work toward improving the quality of life in Canadian communities. Many crime problems, such as auto theft, consumer fraud and shoplifting have a direct impact on the vitality of business in any community. The personal security of girls and women — as consumers, as businesswomen, and as employees — are also important considerations. Personal safety issues for women employed in service industries (e.g. banking, fast food service industry, shopping malls, entertainment, and other businesses requiring a high degree of employee interface with the public and potentially increased vulnerability) are of particular concern. There may be opportunities to engage the business community in the development of crime prevention strategies to address these kinds of concerns in high-risk/high-need communities.

8. FUNDING OVERVIEW

An overview of the proposed priorities, activities, and related considerations is provided in Appendix B.

[29] It would be useful to follow up on the use of this kit within communities, as there may be some valuable "lessons learned" for the Strategy.

APPENDIX A
Personal Security of Women and Girls: Risk Factors and Consequences

Risk Factors Undermining the Personal Security of Girls[1]

Factors that Contribute to Risk	Potential Consequences for Personal Security & Offending Behaviour among Women and Girls.
Family Situation: The presence of violence in the home, and exposure to negative or ineffective parenting styles/behaviours (including inappropriate use of discipline, abuse, neglect, rejecting, cold, uncaring or inconsistent parenting style, disorganized, criminal lifestyle).	Exposure to violence, in particular violence directed toward the mother may place girls at higher risk of becoming victimized within their own intimate relationships. Uncaring, inconsistent parenting/caregiving may undermine individual sense of self-worth and well-being. Inappropriate role modeling (e.g. parenting style and behaviours, lifestyle behaviour such as substance abuse) sends wrong messages about acceptable behaviour and interpersonal relationships. Victimization, including sexual assault, physical assault, and other forms of abuse may cause physical, intellectual and psychological harm and interfere with child developmental tasks. Victimization may lead to the use of inappropriate coping mechanisms, e.g. substance abuse, running away, and may increase vulnerability to engage in antisocial or offending behaviours, e.g. prostitution, theft and other criminal activity. These consequences may, in turn, further undermine personal security.
Individual Factors: Hyperactivity, conduct disorders Disabilities Early maturation Relationships: • Antisocial, pro-crime peers • Pressures to conform, assimilate	Individual health and social factors may increase vulnerability by contributing to learning and behavioural problems. Factors such as disabilities and early maturation of girls may also contribute to increased risk of sexual assault and abuse. Association with antisocial, pro-crime peers may contribute to risk-taking/offending behaviours. Pressures to conform/assimilate may contribute to denial/minimization/tolerance of abusive behaviour in dating relationships.
Societal Factors: Social/economic conditions & supports, in particular conditions that affect other dimensions of personal security such as poverty, health and well-being, unemployment, inadequate housing, high-risk/high-need community settings. Societal values concerning women and girls Societal values concerning race, class, disability, Aboriginal heritage, citizenship status, etc. Role of media	Absence of appropriate social and economic conditions and supports (e.g. housing, recreational opportunities, schools) may result in blocked opportunities for healthy pro-social development, contribute to isolation, alienation and participation in alternative antisocial subcultures, gangs, etc. Societal values that feed discriminatory practices undermine personal security and a sense of equal citizenship. Role of media in perpetuating gender stereotypes, tolerance for violence, etc. are "root causes" that underpin violence.

[1] Based in part on a discussion paper (1999, unpublished) prepared by Linda MacLeod for the National Crime Prevention Centre.

Risk Factors Undermining the Personal Security of Women[2]

Factors that Contribute to Risk	Potential Consequences for Personal Security
Within Relationships:	
Risk factors related to violent victimization within a relationship[3] include: Partner Characteristics: • Between ages 18-24 • Unemployed (long-term) • Low education • Alcohol abuse • Witnessed mother being abused as child Status of Relationship: • Living common-law, esp. if couple is young • Recently separated • Pregnancy (if woman is already a victim) Situational Factors within Relationships: • Presence of weapons in the home • Geographic location	Staying within the relationship may lead to repeated victimization and also have long-term consequences for any children within the relationship, thereby contributing to the inter-generational cycle of abuse. Leaving a relationship may increase immediate risk of victimization, including death (e.g. during separation), and introduce new risks to personal security (e.g. financial security, housing, etc.).
Individual Factors within Relationships:	
Age (18-24) Being Aboriginal Disability History of childhood victimization or exposure to violence against mother	Individual factors (age, cultural status, disability, history of victimization) are static factors. The majority of women offenders are survivors of abusive childhood experiences and adult/intimate relationships.
Societal Factors:	
Social/economic conditions, in particular conditions that affect other dimensions of personal security such as poverty, health and well-being, unemployment, inadequate housing, high-risk/high-need community settings.	Absence of appropriate social and economic conditions and supports may perpetuate a state of risk, as well as contribute to isolation, marginalization.
Societal values concerning women and girls Societal values concerning race, class, disability, Aboriginal heritage, citizenship status, etc.	Societal values that feed discriminatory practices undermine personal security and a sense of equal citizenship.
Role of media	Role of media in perpetuating gender stereotypes, tolerance for violence, etc. are "root causes" that underpin violence.

[2] Based in part on a discussion paper (1999, unpublished) prepared by Linda MacLeod for the National Crime Prevention Centre.

[3] This list of factors is based primarily on research into violence against women in heterosexual relationships.

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APPENDIX B
Personal Security of Women and Girls: Funding Focus

Overview

The funding focus for addressing personal security issues concerning women and girls would be on supporting:

- activities that target *risk factors associated with victimization of women and girls and their personal security:* noted that many Canadian communities have already implemented effective, innovative approaches. For example, the application of interdisciplinary, community-based protocols to address violence against women and the application of community personal security audits is relatively advanced in urban settings. The Strategy can facilitate further innovation by supporting the development, implementation and testing of these and other gender-specific or gender-sensitive models and strategies in *new situations or community-specific settings which are at high risk or in high need.*[1]

- the development of crime prevention knowledge, skills, resources, and activities within communities which are high-risk or high-need and are concerned with personal security issues concerning women and girls.

- the development of crime prevention knowledge, skills, resources and activities to address issues of concern to high-risk populations of women and girls within various communities, such as girls and young women who are at risk or living in situations of risk both within families and other contexts e.g. on the street; girls and women who have been in conflict with the law.

- the ongoing development and evaluation of model crime prevention strategies and the identification of "best practices" to address the personal security issues of women and girls. This should include the support for approaches that are interdisciplinary and linked to the broader community, foster partnerships, address the gendered dimension of personal security, and take into account inter-related factors such as age, race, Aboriginal status, geographic location, class, disability, culture, language, sexual orientation, health and socio-economic status.

- the development of community-level prevention strategies that will constructively engage men and boys in the attitudinal and behavioural change process. Examples: activities that encourage positive role-modeling and promote gender equality, cooperation, mutual respect, shared responsibilities between men and women; educate and build awareness of the gendered nature of violence and the gendered dimension of personal security issues; encourage community participation and involvement; link to criminal justice and other strategies that hold offenders accountable for violence against women and girls; and engage all community players in prevention.

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[1] High-risk or high-need communities may include communities where personal security risks for women and girls are high, or rural or isolated communities where specific needs concerning this issue have not been addressed or are only now emerging, and/or communities where there are few supports (formal and/or informal) available. This could include communities experiencing rapid or disconcerting change, communities experiencing or nearing crisis, etc., and encompasses a priority focus on Aboriginal communities.

Relationship of the Women and Girls Personal Security Dimension to the National Strategy Priorities	***Community Mobilization Program***	***Investment Fund***	***Partnership Program***	***Business Action Program***
Priority Focus on:* ***Young Adult Women and Women with Children living in conditions of risk*** ***Young Women (13-18) living in conditions of risk or who have individual, multiple risk factors*** ***Older Adult Women living in high-risk/high-need communities*** ***Girls 6-12 living in conditions of risk*** ***Girls 0-6 living in conditions of risk***	*The Women, Girls and Personal Security Dimension of the Community Mobilization Program should give high priority to activities that will help to increase personal security of women and girls, with a particular emphasis on high-risk or high-need communities, including:* *Aboriginal Communities* *Rural Communities* *Isolated Communities* *Visible Minority Communities (urban and rural)* *And* *Communities in or nearing crisis e.g. with high crime rates, presence of other socio-economic/structural factors that contribute to crime.*	*The Women, Girls and Personal Security Dimension of the Investment Fund should build on the results of demonstration projects and model development in the areas of family violence and violence against women (e.g. community-based coordination committees/ protocols to address domestic violence, campus, personal security committees, etc.)* *And* *on the development of new or innovative models to address concerns of high-risk/high-need communities.*	*The Women, Girls and Personal Security dimension of the Partnership Program should build on existing formal and informal partnerships operating in many communities. It should encourage new, innovative partnerships, particularly in high-risk/high-need communities. It should encourage the development of resources, tools and information that will improve personal security of women and girls in Canadian communities.*	*The Women, Girls and Personal Security dimension of the Business Action Program should incorporate personal security issues concerning women and girls into planning and partnership development activities that will improve the quality of life in Canadian communities.*

Note: the Priority Population Focus recognizes that women and girls are differently situated and come from diverse populations, and that there are links among these priorities and those identified in the NCPC Policy Frameworks related to children, youth and Aboriginal populations.

Specific Populations of Concern	Community Mobilization Program	Investment Fund	Partnership Program	Business Action Program
	Personal Security Objective ***To promote conditions that produce individual and community resiliency to increase personal security and respond to gender-based crime effectively.***	***Personal Security Objective*** ***To identify and promote "strategic" interventions (or "best practices") that can reduce or minimize the risk factors associated with crimes against women and girls.***	***Personal Security Objective*** ***To provide information to communities on how to best address personal security issues affecting women and girls.***	***Personal Security Objective*** ***To raise public awareness of ways to minimize or reduce personal security risks, and to partner with the community to work toward improving the quality of life in Canadian communities.***
Adult Women *Priority Focus on:* Young Adult Women who are marginalized and/or at high risk, including living in high-risk/high-need communities. Women and their children living in high-risk personal/community situations. *For Future Consideration:* Senior Women living in high-risk/high-need communities or neighbourhoods.	*Activities:* Community-based activities using formal structures and informal mechanisms. *Focus:* Needs assessments, workshops, pilot projects. Activities should engage community members in the development of preventive action that will address known private and public personal security risk factors/situations that compromise safety. *Considerations:* Must help to establish, or build on existing community knowledge, skills and approaches.	*Activities:* Research and demonstration, evaluation, knowledge synthesis of community-based approaches to women's personal security issues. *Focus:* Research and demonstration to identify "best practices"; demonstration of new or innovative models, evaluation of existing models. *Considerations:* Innovative approaches may include new approaches; the application of existing approaches (e.g. community protocols) specifically to high-risk/ high-need communities. Needs to link to a process to identify and disseminate "best practices." Must help to develop interdisciplinary approaches linked to the broader community (e.g. programs that are linked to services that address the inter-related dimensions of personal security, such as income security, training, ESL/FSL, settlement support). The emphasis should be on the use of informal as well as formal networks.	*Activities:* Development of information, tools, resources to deal with community-identified concerns and issues. *Focus:* Topic focus to be determined by community but may be wide-ranging e.g. tools to develop specific community: awareness of issues, societal/community attitudes, values, media violence. A wide range of formats—traditional (e.g. paper, performance arts) as well as new media (video, computer interactive) to be considered. *Considerations:* Should not "reinvent" the wheel. Also partnerships/connections within and across communities via use of new media should be considered. Materials should be culturally and linguistically appropriate and accessible. There must be a strong interactive, participatory focus e.g. the resource or tools should be a means to link people together—not just a "paper" product.	*Activities:* Private sector partnership development and support for awareness and education and the development, implementation and evaluation of solutions that will improve community safety for women and girls. *Focus:* A unique focus on community safety within the business sector of communities. This may include a focus on prevention within industries (e.g. service industries such as banking, fast food, etc.), promotion of funding or in-kind contributions for community mobilization, awareness building, etc.

Specific Populations of Concern	Community Mobilization Program	Investment Fund	Partnership Program	Business Action Program
Young Women (13-18) *Priority Focus on:* Young women who are living in high-risk/high-need communities and family situations that increase the level of risk to their personal security, and young women who have multiple risk factors (e.g. history of victimization/exposure to violence and abuse, evidence of engaging in risk-taking behaviours —substance abuse, runaways, etc., or of becoming in conflict with the law). Teen mothers and their children.	*Activities:* Community and school-based activities using formal structures and informal mechanisms. *Focus:* Focus groups, participatory action research, needs assessments, conferences, workshops, gender mapping, pilot projects, etc. Activities should foster leadership and participation of young women to address the private spheres (family, relationships) and public spaces (commercial centres, entertainment, recreational sites, parks, schools, streets, etc.). *Considerations:* Must foster leadership, active participation and support of young women in crime prevention. Must support gender equality, participation in community life, and empowerment/resiliency. Activities that constructively engage young men in gender equality and in assuming accountability for personal security issues may be included.	*Activities:* Research and demonstration, evaluation, knowledge synthesis of community-based and school-based prevention models. *Focus:* Research and demonstration to identify "best practices"; demonstration of new or innovative models, evaluation of existing models. *Considerations:* Multi-disciplinary, community-based (with emphasis on school, social service, culture, and family linkages) that lend support to and emphasize partnerships. Must address differential socialization of boys and girls, acknowledge the gendered dimension of personal security issues, and support gender egalitarian relations, and support for those who have been exposed to, or experienced violence within the family. Multi-disciplinary projects that connect with/build community supports, networks and foster peer leadership and support should be emphasized.	*Activities:* Development of information, tools, resources to deal with community-identified concerns and issues. *Focus:* Topic focus to be determined with active participation of young women and with community needs at the fore. Could be wide-ranging, to include awareness of issue, societal/community attitudes, values, media violence. A wide range of formats—traditional (e.g. paper, performance arts) as well as new media (video, computer interactive) to be considered. *Considerations:* Should not "reinvent" the wheel. Partnerships/connections within and across communities via use of new media should be considered. Materials should be culturally and linguistically appropriate and accessible. There must be a strong interactive, participatory focus e.g. the resource or tools should be a means to link people together—not just a "paper" product.	*Activities:* Private sector partnership development and support for awareness and education and the development, implementation and evaluation of solutions that will improve community safety for women and girls. *Focus:* A unique focus on community safety within the business sector of communities. This may include a focus on prevention within industries (e.g. service industries such as banking, fast food, etc.), promotion of funding or in-kind contributions for community mobilization, awareness building, etc.

Specific Populations of Concern	Community Mobilization Program	Investment Fund	Partnership Program	Business Action Program
Girls (6-12) *Priority Focus on:* Girls who are living in high-risk/high-need communities, family situations or individual circumstances that increase their level of risk.	*Activities:* Community activities using formal structures (e.g. schools) and informal mechanisms. *Focus:* Needs assessments, planning activities, workshops, pilot projects. Activities that engage community members (especially those in positions of caregiving, trust or authority e.g. family, schools, recreation leaders) in the development of preventive supportive measures, including those that will promote resiliency, and protective measures to address situations of risk. *Considerations:* Priority to be placed on preventive/supportive activities that address the gendered nature of violence/abuse, support positive cognitive and social development, foster egalitarian relationships between girls and boys. Must foster active, age appropriate participation of girls in activities.	*Activities:* Research and demonstration, evaluation, knowledge synthesis of community-based and school-based prevention models and identification of "best practices." *Focus:* Evidence-based model development, implementation and evaluation, of new and existing models (with a gender-specific focus). Examples: Gender-based violence prevention (including sexual harassment, bullying), conflict resolution, in schools, clubs, sports and recreation. *Considerations:* Emphasis to be placed on peer-support, promotion of gender equality and egalitarian interactions, and pro-social behaviours of boys and girls as well as protective measures to address situations of risk. Emphasis on developing "best practices," specifically within models that address the gendered nature of violence. Must address differential socialization of boys and girls, acknowledge the gendered dimension of personal security issues, and foster gender egalitarian relations, and lend support to those who have been exposed to, or experienced violence within the family.	*Activities:* Development of information, tools, resources that can be used in a variety of learning contexts (e.g. schools, clubs, recreation programs, etc.). *Focus:* Topic focus to be determined by community but may be wide-ranging e.g. tools to develop specific community awareness of issue, societal/community attitudes, values, media violence. A wide range of formats—traditional (e.g. paper, performance arts) as well as new media (video, computer interactive) to be considered. *Considerations:* Should not "reinvent" the wheel. Also partnerships/connections across communities via use of new media should be considered. Materials should be culturally and linguistically appropriate and accessible. There must be a strong interactive, participatory focus e.g. the resource or tools should be a means to link people together—not just a "paper" product. Information should foster critical thinking and exchange on the topic of gender roles and engage girls and boys in pro-social ways.	*Activities:* Private sector partnership development and support for awareness and education and the development, implementation and evaluation of solutions that will improve community safety for women and girls. *Focus:* A unique focus on community safety within the business sector of communities. This may include a focus on prevention within schools (e.g. encouraging private sector funding or in-kind contributions for projects, community mobilization, awareness building, etc.).

Specific Populations of Concern	Community Mobilization Program	Investment Fund	Crime Prevention Partnership Program	Business Action Program
Girls (0-6) *Priority Focus on:* Girls who are living in high-risk/high-need communities, family situations or individual circumstances that increase their level of risk.	*Activities:* Community-based (especially health, social service, cultural and family-based) activities, using formal structures and informal mechanisms. *Focus:* Workshops, pilot projects engage community members (especially those in positions of caregiving, trust or authority e.g. family, schools, recreation leaders) in the development of preventive supportive measures, especially those that facilitate healthy social, cognitive and physical development, prevent abuse, and protect personal security. *Considerations:* Must help to establish community-appropriate strategies to support positive parenting/caregiving, protection and support. Must focus on identifying community strategies to improve conditions that will promote healthy development.	*Activities:* Research and demonstration, evaluation, knowledge synthesis of community-based (especially with links to health and early childhood and other family programs) prevention models. *Focus:* Community/culturally appropriate demonstration projects involving the families of girls at risk. Could include active parenting—knowledge and skills development that supports healthy development in all spheres (mind, body, and behaviour) and that counter traditional gender stereotypes and socialization. *Considerations:* Emphasis on multi-disciplinary and multi-dimensional strategies/services (e.g. prenatal care, parenting, mother/child support/home care) and general life skills (education/employment skills development). Requires a process to identify and disseminate "best practices".	*Activities:* Development of information, tools, resources targeted to parents of young girl children who are at high risk or living in high-risk/high-need communities. *Focus:* Highly practical emphasis on prenatal care, on positive caregiving and parenting, awareness/knowledge of and how to minimize/reduce risk factors. A wide range of formats—traditional (e.g. paper, performance arts) as well as new media (video, computer interactive) to be considered. *Considerations:* Should not "reinvent" the wheel and should link in with existing programs and services (e.g. parenting resource centres, new mothers programs, etc.). Materials should be culturally and linguistically appropriate and accessible.	*Activities:* Private sector partnership development and support for awareness and education and the development, implementation and evaluation of solutions that will foster positive and pro-social child development. *Focus:* Encouraging private sector funding or in-kind contributions for projects, community mobilization, awareness building, etc. for positive parenting/caregiving approaches, early childhood development, promotion of supportive family support policies, strategies, programs and working conditions for parents in the paid labour force.

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